THE TREATMENT OF ADULT OFFENDERS AND CHILDREN IN LANCASTER COUNTY PENNSYLVANIA

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ROTARY HOME AND SHELTER HOME

By

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FOREWORD

As a Foreword, permit me to say that I believe this report fairly represents the conditions in our Juvenile Court at the time of the study. Since I have personally taken charge of the juvenile work, I have been trying to develop the court as efficiently as possible.

In this attempt I have been assisted by the Citizens' Juvenile Court Committee consisting of Mrs. John L. Atlee and Mrs. John E. Malone, of Lancaster, Pennsylvania. This Committee has been making an effort to secure proper probation officers and to further develop the service now given the court by Miss Agnes T. Ferriter, Policewoman of Lancaster City, and Mrs. Jess P. Barr, who is acting as probation officer for the court.

Through the study made for the Juvenile Court Committee by the Pennsylvania Committee on Penal Affairs of the Public Charities Association, and advice given by this organization, we feel that we have been able to make some progress. It is our hope that the next examination of the treatment of adult offenders and of children will show a very much improved condition.

The judges of the court are deeply interested in this work and as President Judge of the Lancaster County Court I personally appreciate suggestions made by citizen groups.

JOHN M. GROFF
President Judge of Second Judicial District

INTRODUCTION

This report is one of a series of county surveys made by the Pennsylvania Committee on Penal Affairs, of the Public Charities Association, concerning the treatment of adult offenders and of children before the courts in Lancaster County, Pennsylvania.

The study was made at the request of President Judge John M. Groff and the Citizens' Juvenile Court Committee.

The authors of the survey desire to thank those who co-operated in this study: members of the Citizens' Juvenile Court Committee appointed by Judge Groff, Mrs. John E. Malone and Mrs. John L. Atlee; Miss Helen Doty, Secretary, Lancaster Community Service Association; Mrs. Jess Barr, Tipstaff; Miss Lucy M. Beck, Assistant Director Welfare Federation; Mrs. Maud Nauman, Matron, Girls' Shelter; Miss Agnes T. Ferriter, Policewoman of the City of Lancaster; the county commissioners: Mr. Charles A. Passmore, Mr. G. Graybill Diehm, Mr. James T. Simpson; and the judges of the Court: Hon. John M. Groff and Hon. Benjamin C. Atlee.

The Committee is also indebted to John E. Malone, Esq.. Through his interest, Mr. Penn McGrann listed all the cases of children passing through the Lancaster County Juvenile Court during 1929 and 1930, thus affording a starting point for the study subsequently made by the Committee.

To Judge Groff himself the writers would express their appreciation of his unfailing courtesy, interest, and open-mindedness, and of his desire to make the practices of this court an embodiment of the spirit of humane justice.

Pennsylvania Committee on Penal Affairs
of the Public Charities Association

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Section One

PROBATION AND PAROLE PERSONNEL

PROBATION AND PAROLE PERSONNEL

In Lancaster County, as far as staff is concerned, it cannot be said that there are any probation or parole officers in the accepted sense of the term.

There are no regularly appointed and salaried probation officers for dealing with adult probationers or parolees, or for the collection of fines and costs from them. Similarly, there are no such officers for collecting support orders or for dealing with the problems of family life. There is a volunteer probation service in connection with children, which is noted in the Section on Children, p. 5; occasionally a volunteer probation officer is also appointed for adults, see page 28.

To build up any service in connection with adult offenders, with children or with families, the *first step* is the organization of a probation department with an adequate staff of officers and at least one clerical assistant for record keeping, etc. In the beginning, the juvenile probation officer could type the social case records, but later a clerk would have to be employed, since it is important that entries be entered promptly on the records in order that they be kept up to date at all times. (See Section on Records, page 8.)

Section Two

CHILDREN

I. THE JUVENILE COURT SYSTEM

Jurisdiction and Organization

The juvenile court of Lancaster County is organized under the Act of April 23, 1903, P. L. 274, and its supplements, which provide for juvenile proceedings or sessions in the Quarter Sessions Courts of the counties of Pennsylvania. It is, therefore, not a separate juvenile court but a juvenile session of the Quarter Sessions Court of Lancaster County.

The preamble to the act establishing juvenile sessions points out that children should be heard separately from adults, and should be guarded from association and contact with crime and criminals. It also presents the notion that the aim of the juvenile court is to prevent children from being "led into courses of life which may render them liable to the pains and penalties of the criminal law of the State." The statute, therefore, has given full and exclusive jurisdiction to the juvenile session of the court over all classes of children below the age of sixteen, needing the protection of the State, whether they are delinquent, incorrigible, dependent or neglected. When children, below the age of sixteen, have been placed under the care of the juvenile court, the court's jurisdiction may continue until they have reached the age of twenty-one.

The juvenile court, however, does not try cases of children accused of murder. Also when a child above fourteen is charged with an offense, for which the punishment in the case of an adult would be incarceration in a penitentiary, his case may be transferred to the criminal court to be tried according to criminal procedure.

Judges

In Lancaster County, President Judge John M. Groff hears juvenile court cases.

Juvenile Probation Officers and Volunteers

As has been noted, there are no regular salaried probation officers in Lancaster County. Mr. Harry L. Martzall,[1] Superintendent of Rotary Boys' Home, has cases assigned to him from time to time. He is not a salaried probation officer, but an appropriation is made by the County Commissioners to the Rotary Home to pay for any services the institution may give the community including this work. Mrs. Jess Barr, who is tipstaff for women in the court has girls' cases assigned on probation, but receives no salary for this work. Both Mr. Martzall and Mrs. Barr attend juvenile court hearings. Children are also assigned to specially designated probation officers such as clergymen, members of the Kiwanis Club, and private individuals, who serve in a volunteer capacity in the localities in which the children live.

[1] Since this study was made, Mr. H. D. Weller has been appointed to succeed Mr. Martzell. No study, however, has been made of the work since his appointment.

Legal Basis for the Work of the Juvenile Probation Officers

The authority to appoint probation officers for children is given to judges under the act of April 23, 1903, P. L. 274, and its supplements. The act of May 28, 1931 (No. 117) provides salaries of juvenile probation officers may be fixed according to the best judgment of the judges and county commissioners of the various counties. Lancaster County has not taken advantage of this or of previous legislation.

The law also provides that when support orders are made for the care of children, such support orders may be collected by a desertion probation officer appointed by the judges of the Quarter Sessions Court.

Duties

The duties of juvenile probation officers, according to the juvenile court law, depend largely upon the requirements of the judge. However, in modern courts probation officers have two functions, investigational and supervisory, including suitable case planning for each child's problem.

The *investigational* function usually consists of making social investigations for the judges to serve as a basis for wise decisions, and to enable the probation officers to make plans for the children disposed of by the judges. Such planning includes that which is needed for the placing of children in suitable institutions or private homes, or for the oversight of children on probation in their own homes.

The *supervisory* function usually consists of following up and giving social treatment to delinquent and incorrigible children on probation, and dependent and neglected children under the protective care of the court. This supervision should be based upon a plan developed from information obtained through the investigation, and should be carried out with the co-operation of the medical, social and school agencies.

The social treatment given by probation officers in their supervisory work should consist of: (a) making individual adjustments that will enable children to take their places in normal family and social life; (b) co-ordinating the resources of the community: social, school, medical, psychological, recreational, and employment if necessary, so that the proper adjustment of such children may be made.

None of this work is at present being done in Lancaster County because the probation officers are not paid or appointed to give full time service to probation work. The services which they render the court are incidental to their other duties, such as superintendent of Rotary Home for Boys, court officer for women; there are also private individuals who give voluntary services and whose duties, therefore, are incidental to their private calling.

In organized juvenile court work, other special duties of probation officers include:

1. Receiving petitions or complaints.
2. Taking children to the house of detention.
3. Preparing cases for court.
4. Registering cases in the confidential Social Service Exchange.
5. Co-operating with school authorities concerning school attendance and behavior.
6. Obtaining physical and mental examinations.
7. Attending court hearings with a summary of the record and a recommendation to aid the judge in making decision.
8. Receiving office reports from probationers.
9. Following up children in their own homes.
10. Assisting probationers and their parents in making decisions concerning school or employment.
11. Receiving money for board from parents on whom orders are made to re-imburse the county.
12. Making unofficial adjustment of cases that do not require court action.
13. Taking charge of children who are awaiting court hearing.

The Pennsylvania statute provides that probation officers may be given the care and control of children awaiting hearing. Therefore, in many jurisdictions the supervision and care of children awaiting hearing in their own homes or in a house of detention is an important duty of the probation officer. This service is at present not provided in Lancaster County.

One of the general duties of probation officers in a social court is to obtain medical examinations and psychological or psychiatric studies of children awaiting disposition by the judge in the detention house or at home. In some courts such investigations and studies are routine matters; in others it is left to the discretion of the probation officers to include such investigations as part of the preliminary report to the court. In Lancaster County this service has not been developed. It is not part of the probation officer's program to have children regularly examined by a mental clinic.

An important function of a probation officer is to provide for the leisure time of children under the care of the probation staff. This involves planning for the spare time and recreation of probationers. It is an important service because it prevents delinquency. Because of the lack of a probation staff, there is no one to help in this work in Lancaster County.

Dockets and Records

Dockets. The court clerk has the juvenile docket in his office in the court house. The docket contains only the most elementary information:

name of child, charge or reason for being brought to court, date of hearing, and the disposition made by the judge.

Docket entries concerning children are redolent of the phraseology of the criminal law: Entries are made as "Commonwealth versus John Doe"; a child is referred to as "defendant"; a child is spoken of as being "sentenced"; and the criminal law term—"dismissed upon petition of prosecutrix," is used in the docket. The general theory of the juvenile court is that there is *no prosecution* of the child; entries made in the docket, therefore, should not be in the terms used for the prosecution of adult criminals.

The Superior Court in Commonwealth vs. Nellie Showalter Mountain, 82 Superior Court 523, and in Commonwealth vs. Carnes, 82 Superior Court 335, went into the question of the manner in which juvenile court cases are to be docketed. In the first case the court states, "In disposing of the case it is proper to direct the attention of the counsel and officials concerned to the caption of the case. It is entitled as if it were a criminal case against Mrs. Mountain, whereas it is a statutory proceeding relating to the custody and welfare of certain minor children."

In Commonwealth vs. Carnes the court states, "In conclusion, we deem it our duty to refer to the caption of this case: Commonwealth vs. Clarence Carnes. While there is ample precedent for a caption in that form, such a proceeding is not a criminal case." The court goes on to say that "The Act of 1903 provides that all sessions of the juvenile court shall be held separate and apart from any session of the court held for the purpose of its general, criminal or other business, and that the records of such proceedings shall be kept in a separate docket."

It is recommended that juvenile cases be not listed as criminal cases are, but that they be entered in a special docket, as follows: "In the matter of J..... D..... alleged to be a delinquent child."

The special docket could be a loose leaf book, rather than a bound one, so that all entries for a particular child could be made in one place in the docket. This would do away with endless repetitions of names, etc., and would save valuable time in indexing, since the loose-leaf docket could be arranged alphabetically.

Records. There are no social case records kept by Mr. Martzall or by Mrs. Barr, or by those who have probationers in their charge for the court. The Rotary Home has the court commitment; also reports of mental and physical examinations. The Girls' Shelter has the court commitment; also reports of mental, physical and venereal examinations.

There is no one to keep social records of Lancaster County juvenile court children because there is neither a probation staff nor a clerical assistant for this service. The following record system is recommended for the use of the probation officer who may be appointed in the future by the judge.

Social case records should consist of (1) a "face sheet," and (2) "history sheets."

On the *face sheet* should be entered: Name of child, address, sex, date of birth, parents, other children in family, relatives, school and school grade, mental and physical defects. Date of court hearing and disposition should also appear on the face sheet.

History sheets contain a running story of the child. Entries should be made chronologically with the date of each entry: Complaint, or reason for being brought to court, investigations, interviews, home visits, office reports, court hearing and disposition, telephone calls directly concerning the child or his family, reports of medical examinations and mental tests, school reports, and information from the confidential Social Service Exchange concerning interested agencies. When contacts have been made with the agencies known to the child or his family, entries should be made on the history sheets as such information may later be the basis of a plan for the child, or it may be the turning point in making a second plan.

Carbon copies of letters written to the child or his parents, etc., or letters received concerning the child, or reports from doctors, clinics, etc., should be a part of the record and should be attached to it.

There should be a space at the top of the record for numbering the record.

It is important that case records be written up promptly and be kept up to date at all times.

Record forms can be procured from the National Probation Association with instructions for their use.

II. THE STREAM OF CASES

Types of Cases Studied

The cases analyzed represent the juvenile court cases listed for hearing in 1929 and 1930. The cases studied, however, do not represent all the children in conflict with the law or in need of the State's protection, because of the small number of children on the docket, it is felt there are children who never reach the juvenile court.

The 162 children brought before the juvenile court in the two year period studied included delinquent, incorrigible, and dependent children. Fifty per cent of the total number were brought in because of conduct difficulties, and 50 per cent because of dependency. (See Table 2.) One dependent boy was also charged with delinquency. (See Table 6.)

Of all the children coming before the court, 99, or 61 per cent, were boys, 63, or 39 per cent, were girls. The majority of the boys, 61 per cent, were brought in because of delinquency or incorrigibility, while the majority of the girls, 66 per cent, were brought in because of dependency. (See Table 2.)

Offenses and Difficulties

Boys. There were 50 boys brought to court because of delinquency: 42 were charged with property crimes, 1 was charged with arson, 1 with forgery, and 1 was brought to court for violation of probation. In five cases the character of the offense was not reported.

It is noteworthy that no boy was brought to court because of truancy and that the court has not been burdened by the school authorities with their problems of school attendance. Stealing and offenses against property are the usual reasons for which boys are brought to court in most jurisdictions. In this group there are 14 boys who had committed some form of robbery or breaking and entering; 23 who were accused of larceny; and 5 brought in because of malicious mischief. Although this picture of juvenile offenses follows the usual pattern for which boys are brought to court, the charges of breaking and entering or robbery seem rather frequent. (See Table 7.)

Girls. Of the 12 girls held for hearing before juvenile court, 6 were charged with larceny, and 1 with arson. In 5 cases the offense was not reported. The types of offenses for which girls were brought to court gives a surprising picture. Usually girls are brought in for sex offenses, or as wayward girls. In Lancaster County they were brought in for the same offenses as the boys, larceny and arson.

The fact that the City of Lancaster's policewoman, Miss Agnes T. Ferriter, is very active not only in the city but in the entire county, probably has a bearing on this situation. She deals with both boys and girls in a protective way, whenever possible, without bringing them to court. Her handling of girls in sex problems doubtless results in a number of girls not coming to court as is the case in other counties where this situation has been studied.

Age and Sex of Juvenile Court Children

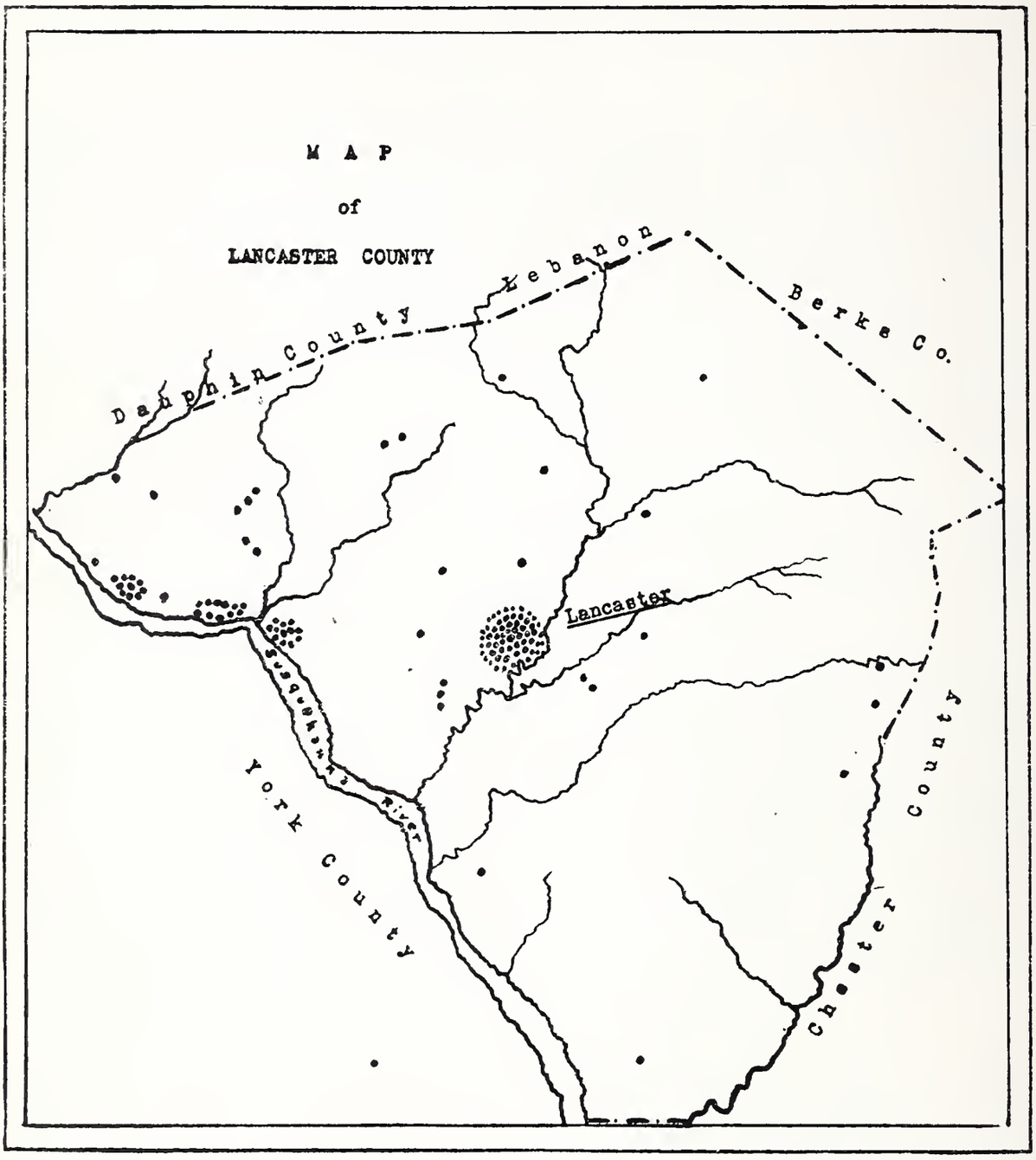
Of the 162 children before the juvenile court, 92 or 61 per cent were boys, and 63, or 39 per cent, were girls. Fourteen years was found to be the peak age for boys and 15 years for girls. The maximum age was 16 years; boys and girls over 16 are taken to the Quarter Sessions Court. (See Table 1.)

Residence of Juvenile Court Children

The majority of the juvenile court children, 70 per cent, came from the City of Lancaster and the industrial towns along the east shore of the Susquehanna River. Aside from these populous parts of the county, reference to the accompanying map shows that the dots (representing the children) are fairly evenly distributed over the northern and central portions of the county, north of the Pequea Creek. (See Map and Table 8.)

DISTRIBUTION OF LANCASTER COUNTY JUVENILE COURT CHILDREN

(A dot represents one child)



III. LEGAL AND SOCIAL PROCEDURE BEFORE JUDICIAL ACTION

Method of Bringing Juvenile Cases to Court

Although children's cases may be brought in on petition or on warrant in Lancaster County, girls are most frequently brought in on petition, while boys are brought in on warrant or information. Children who are brought in on petition are brought by the Policewoman of the City of Lancaster, Miss Agnes Ferriter.[1]

In many Pennsylvania courts, proceeding by information is discouraged and proceeding by petition is encouraged. Even in the case of an arrest of a

[1] See Footnote p. 35.

child in Philadelphia County a petition is filed by the prosecutor or probation officer in order that the jurisdiction of the juvenile court may attach; in this county the law prohibits magistrates or minor court hearings in children's cases.

In Berks County and in Beaver County, Pennsylvania, the justices of the peace, aldermen or police officers, notify the probation officer when a child is arrested or held for juvenile court; the probation officer visits the child and investigates to determine whether the child should be detained pending hearing and files the necessary petition to juvenile court.

When informations are filed in cases in which such procedure is advisable, the prosecutor should also file a petition in juvenile court or the probation department should be notified so that a petition could be filed, in order that the jurisdiction of the court may attach to the boy and not to the particular offense. These are merely suggestions, and other adaptations of a specialized procedure, which will immediately place control of dispositions in the hands of the judges where it belongs, will undoubtedly present themselves to the court.

Although the bringing of cases before an alderman or justice of the peace should be discouraged, probation officers should be present whenever possible, (1) so that children will not be discharged when it is advisable to have the juvenile court take action, and (2) to take charge of children held for juvenile court.

Since the district attorney lists all cases for hearing, the control of the time of hearing seems to be in his hands. In many Pennsylvania counties, the listing of cases for hearing and control of the time of hearing is in the hands of the probation officer. All continued cases are kept in the district attorney's office; only after some disposition is made is the case entered in the juvenile court docket.

A simpler juvenile court procedure would be: (a) to have petitions filed in the probation department in all cases, (b) to have probation officers keep in touch with justices of the peace and aldermen and to attend their hearings, and (c) to have the probation officers keep the juvenile court docket.

Social Procedure Before Judicial Disposition

When a child is held for hearing after an arrest or the filing of a petition, an investigation should be made by the probation officer of the child's home condition, school attendance or work record, and the general facts of the offense or the situation. Social records should be kept of all investigations and data filed in each case. A summary of the social record should be presented in written form to the judge to aid him in making a wise decision.

It should be possible for preliminary investigations to cover the child's health, family, leisure time life, school and educational activities as routine part of the work. The information which social and health agencies have should always be utilized for the investigation of the probation officer.

IV. CARE OF CHILDREN AWAITING HEARING

Preparation for Court Hearing

When a child is arrested for the commission of an offense, or by warrant issued on information before a justice of the peace or alderman, or when a child, whether delinquent, incorrigible, dependent or neglected, is brought to court on petition, a period of time, depending upon court conditions, elapses before the juvenile court hearing takes place.

In modern juvenile court practice, the time before court hearing is used for social investigation of the child's home, family life, social and economic environment, school or work records, the use of leisure time, etc. A physical and mental examination is made during this time. For this purpose it is desirable to use the facilities of clinics for physical and mental examinations of all children awaiting hearing, whether they remain at home, are placed in private homes, or are held in a detention home. A complete preliminary investigation and study should be made part of the supervision and oversight of children awaiting hearing.

Delinquent children. In cases of children arrested or charged with delinquency, certain considerations arise: first, assurance that they will not disappear before hearing; and second, promptness of appearance at court. Such children are usually placed in the custody of probation officers during the period pending hearing and investigation. Probation officers may allow their charges to remain at home, place them in a private home, or when necessary in special cases, place them in a House of Detention or a detention room especially established for this purpose by the county authorities.

Detention Facilities in Lancaster County

Legislation. Children awaiting hearing may not be held in cells, in jails, in local lock-ups or other places where adult criminals are detained. The Pennsylvania Law holds that children in conflict with the law must not be treated like criminals during the period in which their difficulties are awaiting judicial settlement.

The State of Pennsylvania has made provision by legislation for the establishment of houses of detention, or detention rooms, for children. The law states: "That it shall be the duty of the county commissioners to provide rooms or houses of detention for children under sixteen years of age in custody awaiting trial or hearing in the courts of the county."[1]

The County Commissioners have established no institution or detention rooms of their own for children awaiting court hearing. They contribute to the support of the Lancaster County Girls' Shelter and of the Rotary Home for boys. (For a description of detention methods, etc., see Section on Lancaster County Girls' Shelter and Rotary Home for boys, page 18.)

[1] Act of July 21, 1913, P.L. 870, Section 1.

V. JUDICIAL ACTION

Court Hearings

In Lancaster County, the procedure concerning hearings in juvenile cases has recently been socialized, due to the progressive policy of the President Judge. He felt that it was better for the welfare of a child not to have his case heard in open court, in a room crowded perhaps with spectators who could contribute nothing to the proceeding, but rather to have each child brought separately before him in his chambers where quietness and an air of friendliness prevails in sharp contrast to the solemn formality of a hearing in a court room. It is the judge's desire to hear each child separately even though a group of boys or a "gang" is brought in. In such cases one child is heard at a time, and the rest are excluded until each child has been heard. According to Judge Groff, oftentimes boys heard in a group will get their "cues" from the ringleader.

The President Judge believes that the juvenile court is the most effective agency for the prevention of crime because it reaches children before they become hardened offenders.

Court Dispositions

The routine dispositions made by the judge of the juvenile court were probation, commitment to institutions, commitment to child placing agency, continued cases on which there was no action, and dismissed cases.

Delinquent and Incorrigible Children. Of the 82 children brought to juvenile court because of conduct problems, 47 per cent were sent to institutions; more children were thus disposed of than by any other method. Twenty-one, or 26 per cent, were placed on probation to report: 1 to Superintendent of Rotary Home, 11 to special probation officers, and 2 to the President Judge. Four were placed in custody of mother or father, and 1 to another individual. Two boys were placed on probation to make restitution. Of the remaining 26 per cent, 16 per cent were continued or otherwise disposed of, and 10 per cent were dismissed. (See Table 3.)

Dependent Children. Of the 80 children brought to court because of dependency, 29, or 36 per cent, were committed to institutions; more dependent children were thus disposed of than by any other method. Fifty-one children, or 64 per cent, were given non-custodial dispositions: 9 were committed to the Children's Bureau of the Lancaster Community Service, 19 were placed with relatives and others, 15 were continued, 7 were continued indefinitely, and in 1 case the boy was returned to his parents. (See Table 4.)

A higher rate of institutional commitment was noted for the delinquent boys than for the delinquent girls. In contrast to this, the study reveals that more dependent girls were committed to institutions than dependent boys.

Half of the delinquent boys were committed to institutions, while about one-third of the delinquent girls were so disposed of. One-third of the dependent boys and 40 per cent of the dependent girls were committed to institutions. (See Tables 5 and 6.)

Institutional Dispositions Analyzed

Delinquent and Incorrigible. Of the 38 institutional dispositions of delinquent and incorrigible children, 18 boys were sent to the Rotary Club Home, 8 boys to Glen Mills, and 2 boys to Pennhurst. Six girls were sent to Laurelton State Village, 1 to House of Good Shepherd, and 1 to Sleighton Farm. For 2 boys the institution was not reported.

It is interesting to note the age range of the children committed to institutions: Glen Mills, 12 to 15 years; Rotary Club Home, 10 to 15 years; Pennhurst, 9 and 11 years. The range is higher for girls: Sleighton Farm, 16 years; House of Good Shepherd, 15 years; and Laurelton State Village, 14 and 15 years.

The age range of those committed was from 9 to 15 years. The model or most frequent ages at which commitment to institutions was made in the case of delinquent and incorrigible children were 14 and 15 years. However, 6 boys, of whom 2 were mentally defective, began institutional careers early; they were below the age of 12. In the case of 4 of these boys, age 10 and 11, there is no record of a trial on probation before institutional commitment was made. The law stipulates that no child below the age of 12 shall be sent to an institution until after a trial on probation. (See Table 5.)

Dependent Children. Of the 29 institutional dispositions of dependent children, 10 were 4 years and under. The commitments of dependent children were: Mennonite Home, 9; Home for the Friendless, 12; Shelter Home, 2; Rotary Club Home, 1; Lancaster General Hospital, for treatment, 2; Lancaster County Hospital, 1; House of Good Shepherd, 1; and Sleighton Farm, 1. (See Table 6.)

VI. SOCIAL TREATMENT

Probation Supervision

Whatever probation service there is in connection with the juvenile court in Lancaster County is on a volunteer basis. This has great value in arousing interest of citizens, but it has been found unsuccessful wherever it has been tried because responsibility is not fixed and no program for the care of children including investigation before court hearing and adequate supervision of children in their own homes can be developed. The duties of probation officers are too varied and the ramifications are too complicated to entrust to a volunteer service. It has been given up in every county in

which it has been tried. The service requires a skilled staff trained in modern case work methods.

In progressive juvenile courts, probation officers supervising children placed on probation feel that it is necessary to make the first contact with the child in his home and to make weekly visits to children when they are first placed on probation, gradually lengthening the intervals between the visits until supervision is no longer necessary; then discharge from probation is recommended. Probation officers also find it important to keep in touch with parents, teachers and those who guide the lives of their probationers. They make recreational and social contacts as part of the plan of rehabilitation. The advice of physicians, psychologists, clergymen and co-operating social workers is used to develop plans for readjustment and probationary supervision. The department is fortunate in having at its command the resources of social agencies of the county for this purpose.

None of the services previously outlined in this section on pages 6, 7 and 8, can be provided under the existing system. At least one probation officer giving full time service to the care of children would be required in order to develop a service of investigation and social treatment with probationary supervision or follow-up. It is suggested that a woman trained in social case work be employed to inaugurate this work in the juvenile court. She could deal with girls and with boys until they reach the adolescent stage, and do case work on the family problems involved in the non-support and desertion cases, leaving the collections to the man probation officer.

The study has shown that many of the boys placed on probation are in the pre-adolescent and adolescent groups, and are placed under extra-mural care or probation following the commission of acts of lawlessness against property; and that proper supervision by a trained and equipped man probation officer with follow-up and guidance of the boys in their own home environment, stressing recreational, educational and employment contacts by the probation officer, is essential if probation is to be more than another chance. It is suggested that the probation officer dealing with adults deal with the older boys.

Use of Social Service Exchange

It has been found that 52 per cent of the children in the study were known to social agencies. Obviously, these agencies must have information which would be very helpful to the probation officer at the beginning of the investigation that would aid him or her in shaping the trend of inquiries, not to mention the saving of valuable time in needless investigation by the probation officer. From studies made in other counties, it is believed that the registering or clearing of juvenile cases with the Social Service Exchange of Lancaster would prove of advantage not only to the court but to other social agencies. A family agency, for instance, would be helped by the knowledge that a boy in one of the families under their care *was* or *was not* a

juvenile court boy. Likewise, it would be helpful to the court to know that a boy not previously known to the court had been treated at a mental health clinic and that commitment to a custodial institution *may* or *may not* be the best treatment in his case. It is extremely important, when the future of a little child is involved, to have all the data that are available.

It is recommended that the court register every child's case with the Social Service Exchange *immediately* after the complaint is heard or the petition is signed.

Section Three

LANCASTER COUNTY SHELTER HOME FOR GIRLS
THE ROTARY HOME FOR BOYS

I. INSTITUTIONAL CARE OF CONDUCT PROBLEM CHILDREN

In the City of Lancaster there are two institutions for the care of children presenting conduct problems. These homes are also used as places of detention for children pending court action.

The Lancaster Shelter Home for Girls

The Lancaster Shelter Home for Girls was chartered on August 25, 1923. The property now occupied was purchased in April, 1924, and opened to receive girls in July of the same year. The institution was planned and established through private initiative on the part of certain public-spirited women of the community. Its purpose from the beginning was to furnish temporary quarters for delinquent girls held for court hearing or final disposition, and shelter for other girls needing care and protection.

Management. The home is under the management and control of a board of directors, of which Mrs. John L. Atlee is president. Mrs. Maud Nauman is the matron in charge of the house. She is assisted by her sister as housekeeper, and a man as part-time janitor.

Admissions. Admission to the home is by commitment through the court, by the policewoman, constable or other authorized person, probation officer, and by the Community Service Association upon the recommendation of a member of the Board of Directors. Of the 69 girls admitted during the year 1930, 55 were placed there by Miss Agnes Ferriter, the policewoman. The other 14 were brought in by Mrs. Jess Barr, tipstaff for women to the Court of Quarter Sessions, by the Community Service Association, city detectives and constables.

Capacity of the Home. The shelter is equipped to comfortably care for 8 girls at a time. It can take 10 by crowding or using the detention and sewing rooms as bed rooms. There has never been more than 11 at any time. The number of inmates varies greatly, but the total for 1930 and the total number of days of care given indicate that the average daily population is about five girls.

Physical Equipment. The shelter was formerly a private residence and bears but little resemblance to a public institution, in fact none, inside or out, except the heavy screens on the windows above the first floor and in top panels of the doors leading to the girls' quarters. The home is situated on a beautiful tract of land with about 175 feet street frontage and a depth of about 200 feet. The shade trees and shrubbery plantings are excellent and the property is in good repair. A small space is used as a vegetable garden.

Financial Support. The home is maintained partly by public and partly by private funds.

The maintenance expenses of the home are paid by the County Commissioners and the property expenses are provided for by the Lancaster Welfare Federation. The County Commissioners paid $2,560.36 towards the 1930 budget and the Welfare Federation contributed $1,290.94. Minor receipts such as dues from members of the organization of women sponsoring the Home help to meet incidental expenses. The total receipts for 1930 were $4,336.40.

Control of Girls. The matron has very strict methods of handling the girls. When a girl comes in she is first taken aside and instructed as to the rules and regulations of the home. No corporal punishment has ever been used to enforce these, although they are very rigid. Each girl must memorize a Bible verse daily and must read the Bible, ask the blessing at the table, and ask permission to do any and all things she wishes to do, even to walking out of the girls' sitting room for any purpose.

Work for the Girls. All the girls who are well and able are expected to work while in the Shelter. They are required to do whatever house work may come to hand. They are supposed to mow the lawn and cultivate the garden. When not otherwise employed they are put to knitting strips for afghans to send to disabled soldiers in hospitals.

Examination and Treatment. Each girl, upon being admitted, is given both mental and physical examinations. The home has its own regular local physician who makes physical and venereal examinations (most of the girls admitted are found to be venereally infected) and gives the necessary treatment when possible. Those needing medical or physical treatment that could not be easily administered in a private home are taken to one of the local city hospitals for treatment. Mental examinations are made by the State Bureau of Mental Health.

Social Treatment. It is the purpose of the Board of Directors to make the treatment and placements fit the needs of the individual girl. The majority of the girls upon leaving the home are returned to their parents; foster homes are found for some and others are committed to correctional institutions.

During the year 1930, 69 girls were given a total of 1,701 days of care in the home. This would give an average of about 25 days per girl. This average, however, loses its significance when 981 days spent by 5 of the 69 girls are deducted from the 1,701 total. One girl was in the Home for a total of 370 days, another for 226, one for 151, one for 132, and one for 102 days.

When the home is forced to keep girls for such periods of time, to that extent it ceases to be a temporary shelter. This might be taken to indicate a lack of other public and private resources in the community and a need for development on the part of case working agencies dealing with the problem of the adolescent girl.

The Board of Directors report that up to the time of the filing of their Annual Report for the year 1930, no form of follow-up service had been organized to aid the girls released from the home in their efforts to make satisfactory social re-adjustment. This is most unfortunate, since through a constructive program of social case-work supervision, a service of inestimable value could be provided for a majority of the girls cared for by the home. Such a service is not necessarily a function or responsibility of the Board of Directors, but with their encouragement and co-operation the necessary facilities for it should be provided, either through some existing social agency or a special volunteer group qualified to direct the social readjustment of this class of girls. If the probation service were well organized, a woman probation officer could supervise the return to normal social life of the girls released from there by the court. Then the other small number of girls handled more or less informally by the home might easily be guided upon their release by some special volunteer group of capable women.

Management. The Rotary Home is a combination detention home and reformatory. Perhaps it would be more accurate to say it is a detention home run in accordance with reformatory methods. The institution is operated by and in the name of the Rotary Club of Lancaster, but the County Commissioners appropriate $7,000 per annum towards its maintenance. Mr. Harry A. Martzall acts as Superintendent of the Home and as probation officer, although not holding official title of probation officer.

Note: Since this study was made, Mr. H. D. Weller has been appointed to succeed Mr. Martzell. No study, however, has been made of the home since his appointment.

In addition to the superintendent and his wife, two other persons are employed to help run the home, an assistant matron and a man to help the superintendent.

Type of Boys Detained and Committed. The boys in the Rotary Home are either runaways who have been picked up by the police in Lancaster and taken there pending word from an authorized agency, or person, as to their return home; or they are delinquents, being held for hearing and disposition either by an alderman, or justice of the peace, or by a judge of the juvenile court; others are delinquents committed by the juvenile court. In rare instances dependent and neglected children have been placed in the home.

The original purpose of those responsible for the establishment of the Rotary Home was to provide a temporary shelter for boys requiring detention. With the majority of the boys committed there this purpose is served, but some are held in the institution for periods of time ranging from a few months to several years. Many, however, are kept only until other disposition is deemed advisable. Some are placed out in free or working homes by the superintendent. Some are transferred by the court to other institutions for permanent care. Boys presenting problems of control or discipline are brought back to the court for commitment to Glen Mills, or a similar institution.

Physical Equipment. The tract of land belonging to the home includes about four acres and adjacent to it is another ten-acre tract which is under the management and care of the institution, rent free. Nearly all of the immediate tract is devoted to lawn, garden and playground. On the adjacent tract fruit, vegetables, hay and other farm products are grown. The improvements consist of the residence, laundry, barn and toolhouse. The home itself is a large three story red brick structure and was formerly a private residence. It is well suited for the purpose of such a home, except that it is not adequate for the number frequently detained there. They have had as many as 33 boys in the home at one time.

Policy for Handling Boys. The only part of the home that is barred is the one detention room. Every boy upon arrival at the home is placed in the detention room and kept there until the superintendent comes to know him

and thinks it safe to give him the run of the place. The majority of boys can be removed from this room in a very short time, some after one day. When, however, a boy at the home is committed by order of the court to some other institution, he is at once put in confinement and held there until transferred. Other forms of punishment include whipping, putting on diet of bread and water, clipping the hair. A boy may have to sit at the table and eat only bread and drink water, while watching the other boys enjoy good food and tasty desserts. The bed wetters are put on thin cheap mattresses while the others have good thick mattresses.

The superintendent is privileged, with the approval of the court, to farm certain boys out and release others to parents or relatives on probation under his supervision. It appears that boys presenting more aggravated problems of discipline are taken by the superintendent back to court to be sent to other institutions, like Glen Mills.

Work and School Program. Each boy has some daily job or duties and these are varied or changed from time to time. There is no school program in connection with the home. The boys who can or must be in school are sent to the public schools from the home. There is a school quite near to which some of the boys are sent.

Mental and Physical Examinations. The superintendent states that each boy is given a mental and physical examination either before or soon after coming to the Rotary Home. Clinics are held once a month at the two local hospitals by representatives of the Bureau of Mental Health, State Welfare Department. Formerly the boys were taken for mental examinations to the clinics conducted at the hospitals, but the new policy is for the representative of the Bureau of Mental Health to come to the home to make examinations. The physical examinations are conducted at one or the other of the two local hospitals.

Section Four

I. DESERTION AND NON-SUPPORT WORK

Lancaster County has no probation officers to work with desertion and non-support cases. Support orders are made payable to the attorneys for the plaintiff. Attorneys usually charge a fee of 10 per cent, which is usually paid by the husband or the wife directly to the attorney. There is no preliminary investigation; no follow-up for the adjustment of difficulties between husband and wife; and no case work with the family.

In order to determine the equipment necessary for a desertion probation and collection service in Lancaster County, an analysis was made of desertion

and non-support cases that came to the November 1930 Sessions of the Court. If there had been probation service in 1930, the amount of work involved would have been as follows:

New Investigations. On the basis of actual figures for November, 1930, Session an *estimated yearly figure* was calculated for the four court sessions held during 1930 and will be used in this report.

The number of desertion and non-support cases, including those on which support orders were made total 60, or *240 estimated,* for 1930. The fornication and bastardy cases, including those on which orders were made, total 4, or 16 estimated for the year. The grand total of new cases would have been *256 estimated* on the basis of 64 new cases in the November Session. There would have been an average of 21 new social and financial investigations per month. The support orders made in the non-support and fornication and bastardy cases numbered 50, or *200 estimated* for 1930. There would have been an average of 17 new cases for collection and investigation per month. In addition, many of the cases in which support orders are made may require social supervision or probation follow-up either by direct order of the court or to make unofficial adjustments. (See Table 9.)

Case load for Supervision. The number of cases which a probation officer carries and which is termed the case load is cumulative. Some cases are dropped in the course of a month or a year, but many continue indefinitely until the family situation is settled, the order vacated, etc. Sometimes these cases are closed and re-opened again during the year. It is estimated that for every investigation there is a case load of four. This means that the ratio of investigation and supervision cases is one to four. Therefore, for 21 new investigations per month there may be expected to be a caseload of 84 for the probation officer to handle.

Case load for Collections. Seventeen new support orders per month (200 cases in 1930) must also be considered as accumulating from month to month during the year.

The case load for collections is more stable than for supervision. It depends on the term for which the court makes the order. The usual system is to make the order an indefinite one so that the wife does not have to ask for new orders at the end of a year. Orders for fornication and bastardy are likely to last much longer since they may be made for seven years, fourteen years, or sixteen years, depending on judicial policy.

II. A BRIEF SURVEY OF THE WORK OF DESERTION AND NON-SUPPORT PROBATION OFFICERS IN PENNSYLVANIA

In 38 of the 67 counties, representing 55 per cent of the total, there are desertion and non-support probation officers, as will be noted in List A.

Of the more populous counties, 22 counties are classified by the legislature as first, second, third, fourth and fifth class counties. It is illuminating to note that 19 of these 22 counties have non-support and desertion officers. There are 10 counties in the fourth class group, the class to which Lancaster belongs. Only two of these, Lancaster and Schuylkill, have no desertion probation work. (Statement B gives this data.)

(A) DESERTION AND NON-SUPPORT PROBATION SERVICE ORGANIZED IN THE VARIOUS COUNTIES OF THE STATE

County	*Probation Officer*	*Types of Cases*
Allegheny	Man	N.S. Division—Collection Department
Beaver	Man	N.S. collections
Berks	Man	Non-support
	Man	Non-support collections
Blair	Man	Men, boys—N.S. collections
Bucks	Man	Men—N.S. collections
Butler	Man	Men, boys—N.S. collections
Cambria	Man	N.S. collections
Carbon	Man	Children, adults—N.S. collections
Centre	Man	Men, boys—N.S. collections
Clarion	Man	Men, boys—N.S. collections when not payable to beneficiary
Clearfield	Man	N.S. collections
Clinton	Man	Men, boys—N.S. collections
Cumberland	Man	Adults, children—N.S. collections
Delaware	Man	Men, women—N.S. collections
	Man	Men, women—N.S. collections
Dauphin	Man	N.S. collections
Elk	Man	N.S. collections
Erie	Man	N.S. collections (sometimes support orders are payable directly to beneficiary)
Fayette	Man	Men, boys—N.S. collections
Forest	Man	N.S. collections
Franklin	Woman	Women, children—N.S. collections
Jefferson	Man	Men, boys—N.S. collections
Lackawanna	Man	Adults—N.S. collections
	Woman	Adults—N.S. collections
Lehigh	Man	Men, boys—N.S. collections
Luzerne	Man	Men, boys—N.S. collections
	Woman	Women, girls—N.S. collections
Lycoming	Man	N.S. collections
McKean	Man	Adults—N.S. collections
Mercer	Man	Children, adults—N.S. collections
Montgomery	Man	Men, boys—N.S. collections
Northampton	Man	Men, boys—N.S. collections
Northumberland	Man	Children, adults—N.S. collections
Philadelphia		Non-support Division and Department of Accounts.
Potter	Man	Adults, children—N.S. collections
Snyder	Man	Children, adults—N.S. collections
	Man	Children, adults—N.S. collections

Tioga	Man	Men, boys—N.S. collections (when not payable directly to beneficiary)
Union	Man	Children, adults—N.S. collections
Warren	Man	N.S. collections
Washington	Man	Men—N.S. collections
	Woman	Women—N.S. collections
York	Man	Men, boys—N.S. collections

(B) NON-SUPPORT AND DESERTION PROBATION SERVICE IN COUNTIES IN THE FIRST CLASS TO FIFTH CLASS INCLUSIVE, CLASSIFIED ACCORDING TO ACT OF LEGISLATURE JULY 10, 1919, P.L. 887 (1930 CENSUS)

First Class County—Philadelphia.

Second Class County—Allegheny.

Third Class Counties—Delaware, Lackawanna, Luzerne, Montgomery, *Westmoreland.*

Fourth Class Counties—Berks, Cambria, Dauphin, Fayette, Erie, *Lancaster,* Northampton, *Schuylkill,* Washington, York.

Fifth Class Counties—Beaver, Blair, *Chester,* Lehigh, Northumberland.

(The four counties in Italics do not have non-support and desertion service. All the others have non-support and desertion probation service.)

Special Studies

The Pennsylvania Committee on Penal Affairs made special studies of domestic relations work in the following counties. (The number of cases and the number of probation officers are given for each county.)

Delaware County	276 offenders were charged with violation of family relations, including non-support of aged parents, fornication and bastardy and other sex offenses. Two probation officers were handling these cases. A woman case worker was recommended in addition for exclusive work on complaints and social work on cases of domestic difficulties.
Beaver County	68 offenders were charged with non-support during the year studied. A man probation officer was handling these cases and a woman juvenile worker also helped with this work. A woman probation officer was recommended to work exclusively on domestic relations cases.
Berks County	358 offenders were brought before the court charged with violation of family relations. Two men probation officers were handling these cases. A woman was recommended.
Luzerne County	907 cases of domestic difficulties were studied. A man and two women probation officers were handling these cases, in addition to other types of cases, children, etc. Two additional women probation officers were recommended for special attention to this kind of work exclusive of all other duties.

Clearfield County	96 offenders were charged with violation of family relations. One man probation officer was handling these cases. A woman assistant was recommended for interviewing women.
Dauphin County	252 offenders were charged with violation of family relations. One man probation officer was appointed to make collections. In addition, a woman case worker was recommended.

In all these counties it was found that the staff was insufficient for the amount of work required. The judges in these counties have or are taking steps to increase their facilities for the handling of non-support and domestic relations cases. Berks, Delaware and Dauphin Counties have expanded their staffs. Luzerne has appointed a new chief probation officer who is concentrating on domestic relations work, and additions to the staff will be made for this purpose; it is proposed to assign five officers to domestic relations cases. Clearfield and Beaver Counties, which are small counties, are working out co-operative plans with public and private social agencies on domestic relations cases.

Recommendations

This caseload would require the service of one full time officer for collection work and investigation as to ability of offender to pay. This officer could also deal with collections of fines, costs, etc., from probationers and parolees. (See Section on Collections, page 33.)

Section Five

ADULT OFFENDERS

I. TYPES OF POSSIBLE OFFICIAL ACTION IN LANCASTER COUNTY

The principal forms of official action for dealing with adult offenders are through the police department, the court and correctional institutions. Police action may take three forms, protection, prevention and arrest.

(a) *Police Action.* The special protective work of the police, in addition to their general function of protecting life and property of citizens, is that of protecting young people who are being led astray. This is usually done through the agency of police women. The City of Lancaster has a police woman, Agnes Ferriter. She is a member of the Lancaster City Police Department. Miss Ferriter does protective work with young people and makes visits in all sections of the county wherever cases are reported to her.

The arrest of an offender in the commission of an offense and subsequent prosecution of the offender by the police department is the normal police function.

(b) *Court Action.* The court of final resort for action in cases of adult offenders is the Court of Quarter Sessions. It has power to fine, suspend sentence, supervise on probation, commit to custodial institutions and parole or discharge as insolvent from local jails and penal institutions.

The routine action of the Quarter Sessions Court is as follows:

(1) *Fine.* A fine is punishment intended to warn and to punish by deprivation of material goods (money). It is used in mild cases.

(2) *Suspended sentence and probation.* Suspended sentence is the suspension of the imposition of a court sentence in the case of an adult pending good behavior. An individual under suspended sentence may be sentenced at any time prior to the expiration of what might have been his term of imprisonment had he been sentenced at the time of conviction. Violation of the conditions under which the suspended sentence was granted, or the commission of a new offense, makes the individual liable to be called up for sentence. Suspended sentence is seldom of value without probationary supervision.

Probation is the supervised care given an individual in his own home by a probation officer who is either paid for the service by the county or by a private association or who serves as a volunteer. Probation gives young or reformable offenders a chance to make good and is a substitute for prison. To serve this aim best, it should carry with it supervision of the offender by a *trained* probation officer. It is much more effective when it is preceded by a study of the offender made before probation is imposed, together with an investigation of the environmental factors in the case.

In Pennsylvania judges may only use probation for adults when they are first offenders and may not use probation for certain serious crimes committed by adults, which are specifically excepted by law. These are: Murder, administering poison, kidnapping, incest, sodomy, buggery, rape, assault and battery with intent to ravish, arson, robbery or burglary.

(3) *Parole.* Parole is the conditional liberation of an individual under supervision, after a period of incarceration. If, however, the custodial institution in which the period of punishment was spent has not helped to

train the prisoner in work habits and in right social living, parole is not likely to have satisfactory results.

Judges may parole those individuals, regardless of offense, whom they have sentenced to local institutions. Parole from State institutions, reformatories and prisons is in the hands of the institution authorities and the State Board of Pardons.

(4) *Insolvency discharge.* This is the release after a period of imprisonment, under the insolvent debtor's law, of adult offenders who have been fined and were not able to pay their fines.

(5) *Probation and parole to pay fines.* Probation officers, when the court directs, collect fines in installments from adult probationers who would otherwise have to serve a jail sentence in lieu of fine, or from adult parolees released with the proviso that they pay their fines in installments.

(c) *Penal and Correctional Care in Institutions.* Commitment to institutions implies that milder treatment is not possible for the particular offender or is not deserved.

II. SOCIAL TREATMENT OF ADULT OFFENDERS

Extra-Mural Care

Extra-mural care is concerned with individuals on suspended sentence or those conditionally discharged from prison. To be effective, investigations should be made before a suspended sentence or a conditional prison release is made; there should be probationary supervision also of those on suspended sentence, and parole supervision of those conditionally liberated after serving a partial prison sentence.

The positive aspect of probation and parole work, the investigation and supervision of probationers and parolees, is not developed. There is no constructive supervision or scientific investigation. Medical and mental clinics are not used in adult cases in order to obtain a clinical picture of the personality and emotional difficulties of the offender. The practice which obtains in some jurisdictions of using medical clinics for physical and mental investigations of prospective probationers and parolees is not followed in Lancaster County.

Probation and Parole Methods Now in Force

The number of individuals under care on probation, suspended sentence and parole during the year is not large in Lancaster County. This may be due to the fact that there is no probation staff. If there were a probation department for adults, probation and parole could be used advantageously and the county would be saved the expense of custodial care. This has been the experience of Berks County after the establishment of a probation and parole service.

In Lancaster County, some of the men placed on probation or parole report to the judge personally. This has its advantages because it keeps the

judge in close contact with offenders released conditionally, but it is impossible for a judge to handle many cases in this fashion and to give the necessary oversight and attention to them, since he is already burdened with the grave responsibility of the administration of the court and the adjudication of the cases coming before him.

In addition, probationers and parolees are released under the supervision of county detectives, constables, storekeepers, superintendent of Rotary Home, clergymen, private individuals, etc. These volunteer unpaid officers report monthly. However, the efforts of volunteers need the guidance of a probation officer to do effective and regular work. For this reason, most courts use them only to supplement the probation service.

Future Development of Probation and Parole Work With Adults

If there were a probation officer to make preliminary investigation before probation or parole is decided upon, it would be a great aid to the judge; prospective probationers and parolees could be studied by the officers and unsuitable individuals would not be placed on probation or parole.

By supervising individuals on probation or parole the department would prevent repetition of crime and save the expense of otherwise maintaining men and women in prison.

The work which probation officers do should be conducted on the case work basis, viz.: with a proper social study of each offender before sentence is passed, embodied in a report made to the judge at the time of hearing to aid him in his decision as to probation, commitment to custodial care, parole, etc. This means the probation officer should supply the court with information as to the offender's background, his social history, his ability to adjust himself inside the institution if he has been in prison, and his capacity to do so outside an institution. A record of his mental and physical makeup should be obtained with the aid of a competent physician or psychiatrist.

The probation officers should hold themselves in readiness to make contacts for individuals on probation or parole, to help them in their social life, to obtain employment, medical service, charitable aid, etc., for them.

It is essential for the officers doing this work to co-operate with the social agencies of the county and to enlist their aid in order to adjust the offenders to normal social life. For this purpose it is recommended that each offender for whom probation or parole is planned, should be registered with the confidential Social Service Exchange in order to have the benefit of all the data from co-operating agencies for making the best plan possible for the offender and for his or her dependents, should there be any.

There should be one probation officer for adults who could also deal with the older boys. Since there are so few women's cases, the probation officer dealing with juveniles could also handle the women on probation or on parole, and no probation officer need be appointed for this purpose.

Intra-Mural Care

Intra-mural or custodial care of adult offenders in Lancaster County is provided for by commitments to the Eastern State Penitentiary; Pennsylvania Industrial Reformatory at Huntingdon; State Industrial Home for Women at Muncy; Laurelton State Village; the State Hospitals, and the County Jail at Lancaster.

County Jail

Equipment, Population, etc. The county jail is in the residential section of the City of Lancaster surrounded by one of the city parks. It was built nearly 80 years ago. The cells are built against the outside walls of the building. The windows are "chink" windows. Nothing can be done with the present building to make it more modern and more suitable for a prison of the progressive type.

There are no industries worth mentioning; a few men cane chairs; a few do gardening work; the others do domestic work about the cells and the institution. No wages are paid. The inmates eat in their cells. There is a "sick room" with 4 beds.

The institution, both in equipment and policy, does not fit in with the modern penal program. The number of offenders who are confined in the jail because they commit serious crimes is not very large.

There are 69 cells for the men, arranged in two tiers. For women, there are two dormitories with bed capacity of 12.

The prison population varies from 132 to 207; the mode or most frequent daily population is 160 to 185. The number of women vary from 5 to 11. The congestion index is 2.5. This means that there is an average of more than 2 persons to a cell. With this overcrowding it is not possible to segregate the inmates.

Facilities for heating are inadequate; the plumbing needs overhauling and renewing; and proper facilities for vagrants are needed.

The standards of care for the prisoners are not good as to the education and employment of prisoners, prison welfare, fire hazards, etc.

Administration. The prison operates under the Act of February 25, 1850, P.L. 89, as supplemented and amended, and is governed by a board of inspectors elected by popular vote. Six "discreet and taxable citizens" of Lancaster County, elected, two each year, at the general election, make up this board of prison inspectors.

There is this unique situation relative to the management of the Lancaster County jail, namely, that the keeper is elected by popular vote at the general election for terms of two years (Act of February 17, 1871, P. L. 74). No other county in the State selects its jail warden by popular election. A

plan based on popular election of board and warden does not result necessarily in procuring administrators and board members trained in the business world or in the management of an institution, or persons who know how to deal with individuals or with offenders. Lancaster County has had excellent wardens, but this, of course, has not been due to any control of the method of selection which is impossible under the present manner of procuring a warden.

As a matter of fact, there have been bad situations in the past due to the inability of the community to get rid of a warden elected to office who was not suitable by temperament or ability for his work.

To sum up: (1) the equipment is faulty and antique; (2) social treatment is so lacking in this institution that it is hardly worthy of mention; (3) the plan of administration is cumbersome and cannot promote efficiency. Even though a social plan were attempted, it would be impossible to carry it out in this institution with the present type and plan of administration.

There are three things necessary to improve the prison situation in Lancaster County: (1) establishing an industrial prison farm away from the county-seat, properly equipped and with a qualified personnel; (2) changing by legislation enactment the present form of administration in order to provide for an appointive board with power to select a warden and a staff; (3) obtaining a qualified personnel to administer the institution.

Since the majority of the offenders in the county jail are men whose crimes are not of a grave sort, the county would benefit by the establishment of a prison farm in the country. Such a prison farm should be equipped in a modern fashion. The cells should be outside cells; there should be adequate facilities for segregation, for hospitalization, etc.; there should be work shops in which the inmates could work in industries suitable for their needs and training; there should be sufficient farm area so that the inmates could work outdoors as well as indoors. It is desirable that a separate building be provided for women inmates, with a superintendent. There should also be some provision for the education of inmates who have not had sufficient schooling. There should be adequate recreation spaces and recreation within reasonable limits both indoors and out of doors.

The present institution could be retained for the detention of prisoners awaiting trial, as is the plan in Delaware County. Since the county seat is readily accessible from all parts of the county by automobile and hard roads, this may not be required. Berks County plans to keep all prisoners held for trial at the new county prison farm.

It is suggested that the prison authorities study the developments in Berks and Delaware Counties where similar situations exist, namely, antique prisons within the limits of the county seat.

With the present legislation, no recommendation can be made for the

selection of a warden. However, it seems highly desirable that legislation be obtained for Lancaster County so that the institution may be governed by an appointive board with authority to manage the institution, select the warden, etc. The legislation for Delaware and Chester Counties might serve as a model.

Parole in Relation to Custodial Care

The system of paroling (the conditional release before full sentence has been served) has no relation to the program of custodial care of prisoners, because the county prison has no provision for fitting men for return to normal social life through education or industrial training or preparation for discharge. This means that under the present system prison experience is not a preparation for parole or release, as it should be.

If there were a properly equipped industrial farm in the county, education, training and discipline in prison could be carried over into the plans of parole follow-up.

Under a modern system, the probation officer in charge of the parole work is in close touch with the offenders before they leave prison on parole, and gets to know them even before they are placed under his supervision. Such a program of prison and parole work correlates intra-mural care of offenders with extra-mural care after release.

Section Six

COLLECTION OF FINES AND COSTS

I. FINES IMPOSED AND FINES COLLECTED

The data used in this report were taken from the court records of the November, 1930, Session.

Fines imposed. Fines ranged from $10 to $500. One hundred dollars was the amount of fine most frequently imposed by the court; $25 was the second most frequent amount; $200 was third and $50 was the fourth most frequent fine imposed.

Fines collected. It is interesting to note, however, that the order of greatest frequency is not the same for collections as for imposition of fines: $100 ranks first; $200 ranks second; and $50 ranks third.

Ratio of fines imposed to fines collected. There is a wide variation between the fines imposed and fines collected. The ration is *one* fine collected for each *three* fines imposed. An analysis of these fines shows the greatest variation is found in the $25 group of which only 4 percent were collected. However, 28 percent of the $50 fines were collected, 30 percent of the $100 fines, and 56 percent of the $200 fines. The numbers of the remaining fines imposed for each denomination are too small to enumerate here, but reference to the accompanying Chart and Table 10 will supply this data.

Ratio of total amount of fines collected to total fines imposed. The amount of fines imposed total $10,030; the amount collected $4,735. The total amount of fines collected represent 47 percent of the total amount of fines imposed.

II. COLLECTION OF FINES AND COSTS IN INSTALLMENTS

If the court depends on the individual to pay his fine or costs without any follow-up, there is usually a great loss of money to the county.

The present policy in Lancaster County is to have the offender pay the fine at the time it is imposed or to have him go to jail. This is not a very satisfactory system for two reasons: (1) it often results in men going to jail who cannot pay fines because they have no financial resources; (2) it is a burden on the county when they are sent to jail for non-payment of fine. In the case of minor offenses, this could be avoided by having the individuals pay their fines and costs in installments, to the probation officer as provided by law.[1]

It is, therefore, suggested when a probation officer is appointed for adults that a part of his duties be the collection of fines and costs in installments. Should this work of collections expand, then it would be advisable to separate it from the probation work entirely. It has been found that where probation officers are heavily burdened with collection work, the supervisory and investigational work usually suffers.

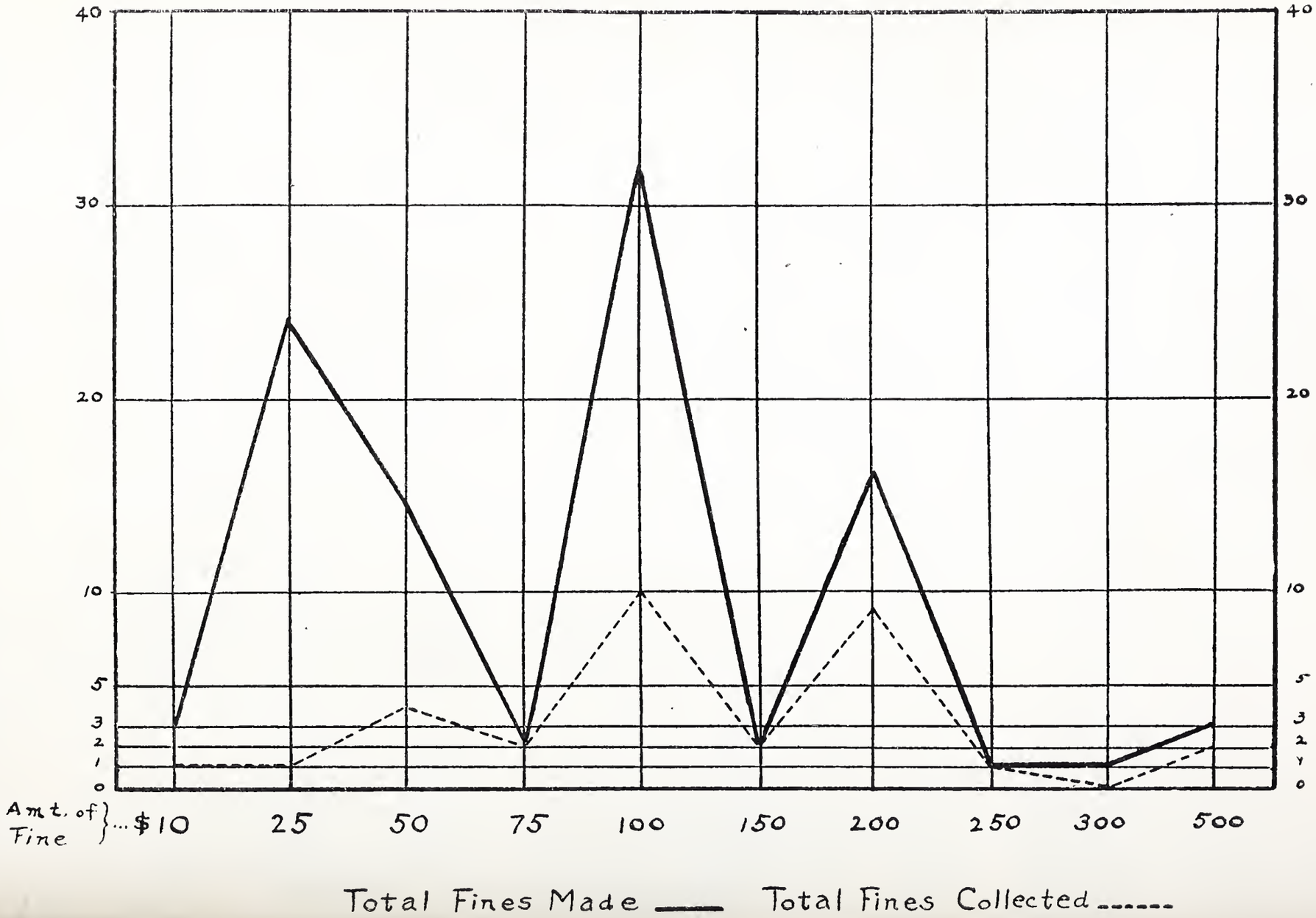
The same officer could collect the support orders imposed by the court for the benefit of wives, children and aged parents. This would abandon the inefficient and unsatisfactory practice of having support orders collected by the beneficiaries themselves or through their attorneys.

It is preferable that a person be appointed to take charge of all collections, fines, costs and support orders.

[1] Individuals can be placed on probation to pay their fines in installments according to the acts of 1909 and 1911. The act of 1911 was amended and brought up to date by the act of May 7, 1925, P.L. 554.

Payment of fines to P.O. embodied in law

FINES COLLECTED VERSUS FINES IMPOSED



RECOMMENDATIONS

Based on a study of the cases, taken from the court dockets, and on an analysis of the methods used, the following recommendations are presented to the judges, penal institutional authorities and social agencies of Lancaster County for their separate consideration, and also for joint official action on the part of the judges, the county commissioners and other public officials concerned.

(A) COURT

I. Bringing Cases to Court:

(a) The processes before hearing in juvenile cases should be so organized that the police, justices of the peace, and aldermen do not handle children's cases unnecessarily.

(b) The petition system should be further developed and its use extended to all girls and boys.[1]

(c) Preliminary Social Investigations.

1. Routine social investigations should be made before presentation of cases to court.

There should be an arrangement between the judges and probation officer as to the kind of cases requiring investigations so that a uniform policy of preliminary investigation may be established. In making investigations the court should use all the resources of the community, social, medical, psychiatric, etc.

2. A system of co-operation should be established with the justices of the peace and aldermen so that the probation officer may be notified immediately of all children's cases in order that a proper social investigation may be made at the earliest possible moment for presentation to the court at the hearing.

II. Hearings:

The court should have before him a brief summary of the social investigations made by the probation officer with a recommendation, and such data extracted from the reports of doctors, psychiatrists, and others that may be of assistance in making disposition. Social agencies should have the opportunity to present data either through the probation officer or directly to the court.

[1] Since the study was made Judge Groff advises that all children are now brought to court on petition and not on complaint.

III. Probation Department:

(a) *Personnel:*

1. The court should in time develop an adequate staff of probation officers qualified to give sound probation service in accordance with modern social work practice.

Note: It is preferable that officers be trained in case work methods at the time of their appointment, and if they are not, that they make every effort to obtain training and learn about case work methods after they are appointed.

2. The following staff is suggested:

Work with children:

A woman case worker to deal with boys and girls.
A clerical assistant to take charge of social records.

(A clerical assistant might not be necessary in the beginning if the juvenile case worker can do typing, etc.)

Work with adults:

A man probation officer to have following duties:
(a) To supervise adult probationers and parolees.
(b) To collect fines and costs *in installments.*
(c) To collect support orders in domestic relations cases.

(As this collection work expands, it should be separated entirely from the probation and parole investigational work.)

(b) *Organization of Children's Probation Service:*

The work with children should be organized and regular contact kept up with all towns in the county, and with the justices of the peace and aldermen before whom children's cases are brought for reference to the juvenile court.

The probation officer should keep up contact with school authorities, interest herself in the leisure time activities of her probationers, make home supervisory visits and establish community contacts for them.

Juvenile probation officers should have the following duties:

1. Investigate and prepare cases for court hearing.
2. Supervise court intake and weed out unnecessary children's cases insofar as the law permits.
3. Supervise the listing of children's cases in co-operation with the court clerk.
4. Adequately supervise in their own homes children placed on probation by the court.
5. Have the care of children pending hearing.
6. Keep proper records of investigations, home visits, and reports from probationers. A system of adequate social records with face sheet and history sheets for recording data.

(c) *Organization of Adult Probation and Parole Service:*

There should be an adequate investigation before disposition in adult cases by the probation officer dealing with men and women. There should be adequate follow-up or supervision in each case.

The officer dealing with adult probationers could also deal with adults paroled from the county jail and prison farm.

It is suggested that the probation officer make social investigations before any parole is granted, help those in his charge find employment, etc., and also assist them in re-establishing themselves in the community.

Note: Judge Groff proposes to have local supervision by a neighbor of each adult probationer and parolee in addition to supervision of a county probation officer. This plan is an excellent one and will provide check-up on probation and parole supervision, and will also enlist the interest of the community in the successful outcome of each case on probation or parole.

IV. Co-operation With Social Agencies:

The probation officers should co-operate closely with the various case working agencies of the county. The court should use the Social Service Exchange in every case as a starting point for such co-operation. If inquiry of the exchange and investigation by the probation officer reveals that there are other public or private agencies interested in the particular child, adult offender or family, plans should then be worked out jointly with these agencies for the re-adjustment of the problem. The information in possession of these agencies should be used to shorten and facilitate investigation. Such co-operation will save unnecessary time and effort on the part of the probation staff and will mean better service for the individual in trouble. Duplication of work will be avoided by turning over cases to the proper agencies when court action or supervision by the probation department is not needed.

V. Family Problems:

Since there is no adult probation officer dealing with family problems and the recommendation only covers employment of a man probation officer to collect support orders, it is recommended that the handling of family problems in such cases be turned over to the Lancaster Community Service Association (Family Department).

VI. Annual Report:

The judge and the probation officers should compile and publish an annual report concerning number and types of cases dealt with, dispositions and types of treatment.

VII. Juvenile Court Committee:

It is suggested that the present committee that Judge Groff appointed should continue its interest in the juvenile court in order to

promote the development of the service. This committee might also serve as a case committee to make recommendations to the judge on children's cases.

(B) CARE OF CHILDREN PENDING HEARING

Decisions as to care of children pending hearing should be in the hands of the Probation Department, when organized. No child should be permitted to remain in jail or police station pending hearing. The child should be allowed to remain in his own home *whenever possible;* or in a place of detention in the county adequately equipped by the county commissioners for the care of delinquent and incorrigible children, or by a private agency in cases of dependent children.

The County Commissioners contribute to maintenance expense to two institutions in Lancaster County in which children are detained pending hearing:

The Lancaster County Shelter Home for Girls.
The Rotary Club Home for Boys.

If these institutions are to be continued in use as houses of detention, then provision should be made for proper segregation. Very young children should not be allowed to mingle with older delinquent children. Juvenile court children under sixteen should not be detained in the Girls' Shelter, unless provision is made for their complete separation from the older girl sex offenders.

I. Girls Shelter.

Administration:

A woman trained or experienced in work with girls should be placed in charge of the Shelter Home. Dependent children who have no conduct problems should not be placed in the shelter.

Segregation:

Complete separation of the different types admitted should be provided for.

Social Treatment:

The program of treatment in the home should be planned and conducted with the definite aim of preparing the individual girl for supervision after she leaves the home in order to lead to a satisfactory social adjustment.

There should be developed an adequate follow-up or supervisory service for all of the girls upon their release from the home.

Co-operation With Social Agencies:

The co-operation of all local social agencies, public and private, should be obtained to the end that the period of detention in the home be reduced to a minimum, and to assist in making a plan that will be for the best interest of the child after she leaves the institution.

Education and Moral Discipline:

Religious instruction and moral discipline should be on the basis of appeal rather than compulsion.

II. Rotary Home for Boys:

Administration:

The superintendent of the Rotary Home should be relieved of all responsibility of placing out children. This work should be entrusted to a child-placing agency properly equipped for the service.

The responsibilities of the Rotary Home are such that it would seem inadvisable for the superintendent to act as probation officer for the juvenile court.

Note: Since this study was made a new superintendent has been appointed. No study, however, has been made of the home since his appointment.

The policy of placing every boy, irrespective of his record of delinquency, in the detention cell immediately upon his arrival, appears inadvisable. A more modern method of observing the child before he is placed with other children should be used.

Segregation:

Complete separation of the different types admitted should be provided for.

Dependent children who have no conduct problem should not be detained here.

Social Treatment:

The program of treatment should be planned and conducted with the definite aim of preparing the boy for supervision after he leaves the home in order to lead to a satisfactory social adjustment.

There should be developed an adequate follow-up or supervisory service for all boys upon their release from the home.

Co-operation With Social Agencies:

The co-operation of all local social agencies, public and private, should be obtained to the end that the period of detention in the home be reduced to a minimum, and in order to assist in making a plan that will be for the best interest of the child after he leaves the home.

(c) COUNTY PRISON

(a) It is suggested that the county establish a modern type of prison farm in the country to care for offenders who have *not* committed grave crimes. Those committing grave offenses should be sent to the Eastern Penitentiary. (The majority of offenders in the county jail are not serious offenders.) There should be provision in a prison farm for:

Outside cells.
Adequate facilities for segregation and classification.
Hospitalization.
Industrial training.
Education.
Recreation.

(b) There should be a separate building for women.

(c) Present institution could be retained for the untried, as is the plan in Delaware County, or the prison farm to be built could be also used for the untried, if it is erected accessible to the county seat. It is suggested that the prison authorities study developments in Berks and Delaware Counties.

(d) It seems highly desirable that legislation be obtained for Lancaster County so that the institution may be governed by an appointive board with authority to manage the institution, select a warden, etc. (Legislation for Delaware and Chester Counties might serve as a model.)

(e) The probation department should make contacts with prisoners before they are paroled, and make recommendations as to parole whenever that is appropriate or necessary. Parolees should be under the complete control of the probation department until final discharge from supervision.

LANCASTER COUNTY STATISTICAL TABLES

Table

1. Age and Sex—Juvenile Court Children—1929 and 1930.
2. Classification of Cases.
3. Dispositions—Delinquent and Incorrigible Children.
4. Dispositions—Dependent Children.
5. Institutional Commitments—Delinquent and Incorrigible Children (Ages).
6. Institutional Commitments—Dependent Children (Ages).
7. Offenses—Delinquent Children.
8. Residence—Juvenile Court Children.
9. Non-support and Desertion Cases, Involving Family Relations Heard in Court—November 1930 Session.
10. Fines Imposed in November 1930 Session of Quarter Sessions Court, Showing Fines Collected.
11. Social Service Registrations—Juvenile Court Children.

TABLE 1

AGE AND SEX
LANCASTER COUNTY JUVENILE COURT CHILDREN
1929 and 1930

	Total	Boys	Girls
Total	162	99	63
Ages:			
1 year and under	6	4	2
2 years	6	1	5
3 years	1	—	1
4 years	4	1	3
5 years	5	2	3
6 years	7	3	4
7 years	5	5	—
8 years	5	3	2
9 years	8	6	2
10 years	13	6	7
11 years	7	4	3
12 years	11	9	2
13 years	12	7	5
14 years	[1]23	17	6
15 years	[2]27	16	11
16 years	3	1	2
Not reported	19	14	5

[1] Mode for boys.
[2] Mode for girls.

TABLE 2

CLASSIFICATION OF CASES

	Total	Boys	Girls
Total	162	99	63
Delinquent	62	50	12
Incorrigible	20	11	9
Dependent	80	38	42

TABLE 3

DISPOSITIONS DELINQUENT AND INCORRIGIBLE CHILDREN

	Total	Boys	Girls
Total	82	61	21
Committed to Institution [1]	38	30	8
Non-institutional dispositions	44	31	13
Children's Bureau [2]	1	1	—
Probation:			
Report to Supt. Rotary Home	1	1	—
" " Special Probation Officer	11	6	5
" " President Judge	2	2	—
Pay restitution	2	2	—
Custody of mother or father	4	2	2
" " other individual	1	1	—
Continued	11	8	3
Dismissed	9	6	3
Certified to Quarter Sessions Court	1	1	—
Not reported	1	1	—

[1] See Table 5 Institutional Commitments.

[2] Children's Bureau of Lancaster Community Service.

TABLE 4

DISPOSITIONS DEPENDENT CHILDREN

	Total	Boys	Girls
Total	80	38	42
Committed to institutions [1]	29	11	18
Non-institutional dispositions	51	27	24
Children's Bureau [2]	9	5	4
Placed with relative	5	3	2
Custody of relatives and others	14	7	7
Continued	15	9	6
Continued indefinitely	7	2	5
Returned to parents	1	1	—

[1] See Table 6 Institutional Commitments.
[2] Children's Bureau of Lancaster Community Service.

TABLE 5

INSTITUTIONAL COMMITMENTS—DELINQUENT AND INCORRIGIBLE CHILDREN

(Ages)

INSTITUTIONS	TOTAL	AGES								
		9	10	11	12	13	14	15	16	Not Stated
Total children	38	1	1	4	4	3	9	12	1	3
Total boys	30	1	1	4	4	3	7	7	—	3
Glen Mills	8	—	—	—	3	—	1	4	—	—
Rotary Club Home	18	—	1	3	1	3	6	3	—	1
Pennhurst State School	2	1	—	1	—	—	—	—	—	—
Institution not reported	2	—	—	—	—	—	—	—	—	2
Total girls	8	—	—	—	—	—	2	5	1	—
Sleighton Farm	1	—	—	—	—	—	—	—	1	—
House of Good Shepherd, Phila.	1	—	—	—	—	—	—	1	—	—
Laurelton State Village	6	—	—	—	—	—	2	4	—	—

TABLE 6

INSTITUTIONAL COMMITMENTS—DEPENDENT CHILDREN

(Ages)

INSTITUTIONS	TOTAL	AGES										
		4 and under	5	6	7	8	9	10	11	13	14	Not Stated
Total children	29	10	1	3	3	1	2	3	2	2	1	1
Total boys	11	2	—	2	3	—	1	—	—	1	1	1
Mennonite Home	2	1	—	—	—	—	—	—	—	—	—	1
Home for Friendless Children	7	1	—	2	3	—	—	—	—	—	1	—
Shelter Home	1	—	—	—	—	—	1	—	—	—	—	—
Rotary Home [1]	1	—	—	—	—	—	—	—	—	1	—	—
Total girls	18	8	1	1	—	1	1	3	2	1	—	—
Mennonite Home	7	6	—	—	—	—	—	1	—	—	—	—
Lancaster General Hospital, for treatment [2]	2	1	1	—	—	—	—	—	—	—	—	—
Lancaster County Hospital	1	—	—	—	—	—	—	—	—	1	—	—
House of Good Shepherd, Philadelphia	1	—	—	—	—	1	—	—	—	—	—	—
Sleighton Farm	1	—	—	—	—	—	—	1	—	—	—	—
Shelter Home [3]	1	—	—	—	—	—	—	—	1	—	—	—
Home for Friendless Children	5	1	—	1	—	—	1	1	1	—	—	—

[1] A petition was also signed for delinquency, assault and battery and robbery.
[2] Report condition to court.
[3] Awaiting admission to Laurelton.

TABLE 7

OFFENSES—DELINQUENT CHILDREN

	Total	Boys	Girls
Total both sexes	62	50	12
Arson	2	1 [1]	1 [2]
Felonious entry and larceny	13	13	—
Forgery	1	1 [3]	—
Larceny	29	23	6
Malicious mischief	5	5	—
Robbery	1	1 [4]	—
Violation of probation	1	1 [5]	—
Offense not reported	10	5	5 [6]

[1] A 15 year old boy committed to Rotary Club Home.
[2] A 14 year old girl committed to Laurelton State Village.
[3] A 14 year old boy committed to Rotary Club Home
[4] Age not reported. Boy was dismissed.
[5] Age 12 years; committed to Glen Mills.
[6] 3 of these girls were committed to Laurelton State Village.

TABLE 8

RESIDENCE OF LANCASTER COUNTY JUVENILE COURT CHILDREN

Total	95 [1]
Lancaster	45
Marietta	11
Bainbridge	10
Columbia	9
Millersville	3
Florin	3
Elizabethtown	2
Manheim	2
West Earl Township	1
Elizabeth Township	1
Pequea	1
Salisbury Township	1
Christiana	1
Bird-in-Hand	1
Millport	1
Donerville	1
Mount Joy	1
York County	1

[1] For whom data were available.

TABLE 9

NON-SUPPORT AND DESERTION CASES, INVOLVING FAMILY RELATIONS, HEARD IN LANCASTER COUNTY COURT NOVEMBER 1930 SESSION

	TOTAL	Not sentenced or not Adjudicated	Support Orders
Total	64 [1]	14	50 [2]
Desertion and non-support	53	7	46
Support aged parents	7	4	3
Fornication and bastardy	4	3	1

[1] On this basis, 256 cases are estimated for the four sessions of 1930.
[2] 200 orders are estimated for 1930.

TABLE 10

FINES IMPOSED IN THE NOVEMBER 1930 SESSION OF QUARTER SESSIONS COURT OF LANCASTER COUNTY, SHOWING FINES COLLECTED

AMOUNT OF FINE	Number of Fines	
	Imposed	Collected
Total Imposed	98	
" Collected		32
$10	3	1
25	24	1
50	14	4
75	2	2
100	32	10
150	2	2
200	16	9
250	1	1
300	1	—
500	3	2

TABLE 11

SOCIAL SERVICE REGISTRATIONS
JUVENILE COURT CHILDREN

52% of the children in the study were known to social agencies

40 children or their families were known to family agencies

22 " " " " " " " children's agencies

34 " " " " " " " health agencies

20 children were known to Girls Shelter

19 " " " " Police Department

8 " " " " Rotary Club Home

One child in 4 was known to a family agency; 1 in 5 to a children's agency; 1 in 5 to a health agency; and 1 in 8 to the police.